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28 August 1962

**MEMORANDUM FOR:** Assistant Director, Current Intelligence

**FROM :** Acting Chief, Sino-Soviet Bloc Area

**SUBJECT :** Senator Jackson's Request for Study of Soviet and Chinese Communist National Policy Machinery

**REFERENCE :** Memorandum from John S. Warner, CIA Legislative Counsel, Dated 17 August 1962, and Attachments Thereto.

1. The studies prepared by OCI for Senator Jackson's committee nearly three years ago on "National Policy Making Machinery in the Soviet Union" and "National Policy Making Machinery in Communist China" are still valid in their broad outlines and their main generalizations. They are, however, out of date in many specifics and could usefully be revised to take account of the changes which have taken place in the respective countries and to add new information and interpretations. The number of man-hours required for these revisions would not be great--perhaps on the order of 100 hours for each paper.

2. Many more hours would be required to go beyond a simple updating and do the study that would fulfill the new terms of reference of the Jackson committee. As I understand the committee's earlier study, it was concerned with the machinery for formulating national policy whereas the forthcoming study is to deal mainly with the organization for executing established policies.

3. In preparing the earlier study on the USSR, some attention was given to the implementation aspects of policy but it was not the subject of a separate section of the paper. The Chinese study does contain a specific though brief section on "Policy Execution" (pp. 12-13).

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4. Direct and full support of Senator Jackson's proposed study would probably require a pair of separate papers, to be regarded as companion pieces to the earlier studies, which would deal exclusively with the execution of policy in the USSR and China. More specifically, such new studies would treat the "effectiveness of national security methods, staffing and processes and the capacity of national security staffing, methods and processing to make full use of the nation's resources." New studies along these lines would require a considerable time investment on the part of OCI analysts as well as contributions by ORR, OSI and DDP. Preliminarily we feel that even if we were to commit ourselves to undertake such studies, we might find after considerable research that we were thin on specific information and would have only generalities to offer. We might also run into classification problems which would force us to generalize even further.

5. Preparation of the earlier studies was expensive in terms of time investment. At the time they were done, OCI had far fewer responsibilities than it has now, and personnel to conduct the research and do the writing were available for full-time attention to the job. Were we to commit ourselves now to undertake the ambitious project of preparing new studies from scratch, we would have to make difficult adjustments in allocating analysts' time between these projects and our other responsibilities. The adjustments would be especially difficult in the [ ] Division, which is losing two analysts and now has only an inexperienced GS-7 working full-time on Chinese Communist internal affairs.

6. How deeply to commit OCI (and to a lesser extent other offices of the DDI) to support the Jackson committee is, of course, the key decision. All things considered, I would recommend that we agree to update the existing studies and add (or amplify) sections treating these specific aspects of Soviet and Chinese policy machinery which are to be the subject of Senator Jackson's upcoming study. It would help us greatly if we could arrange for a lengthy lead time to accomplish the job.

/s/

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